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Report of the Budget & Revenue Review Committee



Washington
Department of Wildlife

August 6, 1992

REPORT
OF THE
BUDGET AND REVENUE REVIEW COMMITTEE
...
WASHINGTON DEPARTMENT OF WILDLIFE

August 6, 1992

FRANK L. CASSIDY, JR.
"LARRY"
2614 N.W. 91st STREET
VANCOUVER WASH 98665

August 6, 1992

Curt Smitch, Director
Department of Wildlife
600 Capitol Way North
Olympia, Washington 98501-1091

Dear Director Smitch:

Over the past several months, I have had the responsibility of chairing a committee composed of twenty-eight (28) dedicated volunteer citizens interested in Washington State's fish and wildlife and the state's management agency, the Department of Wildlife (WDW).

The committee's formation was recommended by Representative Dick King in the course of the legislative review of the WDW's budget for the 1991-93 biennium. Following this recommendation, you and the Washington Wildlife Commission jointly appointed a citizen's committee in July, 1991.

Titled the "Budget and Revenue Review Committee" (BRRC), the group met eight times beginning in August, 1991. In addition, there were many subcommittee meetings and hundreds of hours of individual effort spent in research and review. We thank you and your staff for providing extensive support to the BRRC. The meetings were open, with some attended by the press and members of the Legislature.

In the course of the BRRC's review, it became apparent to all of us that WDW is responsible for a large and increasingly important element of the state's natural resources. The Department's role is complex, its responsibilities are growing, but its funding has been historically linked to user fees and mitigation monies. Compared to other agencies, WDW receives limited support from the state general fund.

The enclosed report presents the results of the BRRC's work. It includes findings, conclusions, recommendations and expected benefits in the three areas of:

- I. Overall departmental efficiency.
- II. Current costs and the potential cost of fully expanded programs.
- III. Ideas for sources of funds for consideration in the future by the Legislature.

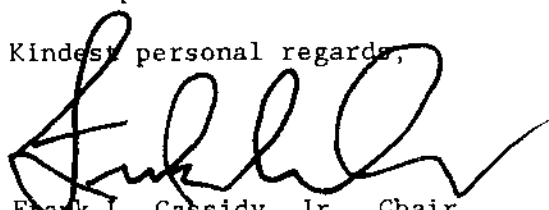
Finally, I advise you of the most sobering discovery: Washington State is losing fish and wildlife habitat, open space, wetlands, hunting grounds, working landscape, wild spaces, stream side and river banks -- choose the name you prefer to use -- at the rate of 80 acres per day! Day in and day out, some 30,000 acres per year are lost; an area bigger than the cities of Yakima, Edmonds, Walla Walla and Vancouver combined.

Curt Smitch
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Losing an area of this size every year means we not only lessen our quality of life, but we risk eliminating our chances for hunting, fishing, hiking and other forms of recreation and education. Our natural resources, recreation and tourism economies, measured in the billions of dollars, could be rendered nonexistent. To the extent that we continue to eliminate our wild ecosystems and biodiversity we also destroy our (and our children's) future as it pertains to fish and wildlife.

We hope this report will act as both a roadmap and a catalyst for action for WDW and the Legislature between now and the year 2000. Washington citizens and their government representatives must decide right now if they want fish and wildlife to have a place in the future of our state. We can no longer wait!

Kindest personal regards,



Frank L. Cassidy, Jr., Chair
Budget and Revenue Review Committee
Washington Department of Wildlife

FLC:ef

Enclosure

cc: Governor Booth Gardner
Senate Majority Leader Jeannette Hayner
Senate Minority Leader Marcus S. Gaspard
Speaker Joseph E. King
House Majority Leader Brian Ebersole
House Minority Leader Clyde Ballard
Members of the Legislature
Lands Commissioner Brian Boyle
Len McComb, Director, Office of Financial Management
Washington Wildlife Commission
BRRC Members

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Budget and Revenue Review Committee Report

Washington Department of Wildlife

August 6, 1992

Executive Summary

The Budget and Revenue Review Committee (BRRC), 28 citizens representing a wide diversity of Washington's wildlife interests, worked ten months to prepare this report. The subcommittees, and the committee as a whole, concentrated on:

- The state of the state's wildlife and wildlife habitat.
- Threats to the wildlife resource.
- How well is the Washington Department of Wildlife (WDW) being operated?
- What is the current cost of wildlife programs?
- What constitutes a sustainable/desirable program?
- How is WDW currently funded?
- How should current and expanded programs actually be funded?

The BRRC found that Washington State is perilously close to a wildlife disaster. We are losing wildlife habitat at the rate of 30,000 acres per year and currently have 21 endangered animal species, 7 threatened species and 63 candidate species for threatened or endangered status. Additionally, 94 separate salmonoid runs are in serious trouble in our state's rivers. Failure to protect 9 specific habitat groups and continued water flow problems in 20 rivers could more than double the number of threatened and endangered species in the next 20 years. You might add our citizenry to that loss, as our growth and population densities threaten the very quality of life which attracted our residents and industries in the first place. Despite state management of almost 4 million acres (mostly by the Department of Natural Resources), the lack of a cohesive wildlife protection and enhancement policy covering all state lands hurts the publicly owned wildlife resource and could seriously escalate the cost of habitat and species restoration problems in the future.

While occasionally nodding toward the legal mandate that "adequate funding (of wildlife) is the responsibility of everyone," the Legislature provides less than 11% of WDW's budget from the state's general fund and the WDW budget represents less than 1/10th of 1% of the state's general fund expenditures. Hunters and anglers, less than 19% of the population, pay for approximately 50% of the current program funding; a level which is not supporting the desired

hunting and fishing programs. Active and passive wildlife appreciators need greater opportunities to share in the cost of appreciative use programs and the general public falls woefully short of paying its fair share.

Extensive review of the WDW pointed to some specific problems (e.g., use of emergency rules) as well as successful management innovations (e.g., zero base budgeting). Overall, we believe that WDW is doing an excellent job considering new responsibilities and budget constraints. What is needed is:

- Adequate funding for wildlife programs - game and nongame - especially in the Land Resources and Wildlife Enforcement divisions.
- Aggressive management of the resource matched with an equally aggressive habitat acquisition and maintenance and operations program.

Hundreds of hours were spent in analyzing needs, and attaching costs, to design a sustainable game and nongame wildlife and wildlife habitat program. Such a program is aimed at:

- Preserving biodiversity;
- Enhancing hunting and fishing and active and passive recreational opportunities;
- Maintaining wildlife and habitat related industries which annually contribute billions of dollars to our state's economy;
- Avoiding the staggering costs and dislocations involved in crisis management of the resource to avoid extinction of a species;
- Maintaining the availability to our quality of life including recreation, clean air, clean water, natural beauty, education and the wonders of nature.

Specific recommendations for enhancement of game species, wildlife, wildlife habitat, appreciative use opportunities and the accompanying responsibility for adequate maintenance and operations funding were examined, approved and appropriate price tags were attached. Hunting and fishing opportunities, as well as appreciative usages, can still be enhanced (both in quantity and quality) but at a price. It is our recommendation that **all hunting and fishing activities, and half of the cost of non-hunting and non-fishing resource management of game species, should be borne by the harvesters. On the other hand, all of nongame wildlife management and one-half of the wildlife management of game species...should be borne by the populace at large.**

This study proposes new habitat acquisition at a rate of approximately \$152.4 million per year through the year 2000. It also calls for a growing level of operations and management commitment, approximately \$63 million per year, for the next eight years in order to "catch up" with delayed maintenance which seriously threatens the value of our state's wildlife habitat assets. These expenditures can be reduced through effective land use planning, improving

forest practice rules, bringing public lands under a coordinated wildlife resource program, continuing federal, state and local funding for habitat acquisition (such as the Washington Wildlife Recreation Program) **and** providing incentives for wildlife enhancement on private properties.

Relying on a diminishing number of hunters and anglers (as a percentage of the population) to fund the diverse responsibilities of the WDW puts the whole wildlife asset at risk. The framers of our state's constitution created the basic dilemma by providing for private ownership and development of land, but stipulating public ownership and responsibility for the wildlife that inhabits the land. If we accept our responsibility to manage and steward the public's wildlife, then the public must also bear the costs of preserving and protecting the habitat upon which the wildlife lives.

By extending the costs equitably beyond the hunting and fishing community, to the passive and active appreciative users, to the industrial users of the resource as well as to those availing themselves of WDW's expertise, time and services, a stable, proactive funding program can be built. In Section III, we have identified 20 specific sources of general public funding, 22 sources based on revenue from management of the wildlife resource itself and 18 potential sources linked to loss, or conditional use, of habitat. The habitat and species stabilization program, outlined in Section II, may be funded through the timely implementation by the Legislature of an eight-year plan; specifically by:

- Maintaining or increasing current funding levels from each of the revenue categories listed in Section III;
- Recapturing WDW costs for services currently legislatively mandated to be provided free;
- Phasing in, at appropriate times, some of the new funding sources we propose;
- Continuing to explore the feasibility of the longer term revenue sources.

The accomplishment of the goals laid out in Sections I, II and III should provide for a professional and energetic WDW, adequately funded to effectively manage a sustainable wildlife program. Such a program would provide greater opportunity for hunting and fishing and for active and passive appreciative use. It also would offer a long-term healthy recreational and resource economy based on the wildlife resource and habitat and protect our much cherished quality of life. This plan provides a blueprint to avoid massive economic gridlock of our state by the year 2010 when current programs and trends are projected to produce 230 threatened or endangered species. A healthy economy requires a healthy environment. We lose when wildlife loses.

Committee Members and their Affiliations

Member	Home Town	Affiliation
Frank L. (Larry) Cassidy, Jr. (Chair)	Vancouver	Retired Washington Game Commission Member, Business Executive
Kathey Adams	Olympia	Washington State Lake Protection Association
Jon Akers	Seattle	Washington State Bowhunters
Hal Boynton	Auburn	Trout Unlimited
Russ Cahill + *	Olympia	Wildlife and Recreation Coalition (Vice Chair, West)
George Carr	Port Orchard	Peninsula Bird Hunters
Charles Cheshire	Vancouver	Director, Vancouver Wildlife League
Don Collen	Sedro Woolley	Wildcat Steelhead Club
Lorne "Bud" Dunning	Ellensburg	Central Washington Rancher
Bruce Ferguson + *	Gig Harbor	Sea-run Cutthroat Coalition, Federation of Fly Fishers, Trout Unlimited
Keith Franklin	Quincy	Columbia Basin Irrigation District
Lew Holcomb	Olympia	Government Affairs
Rome Hutchings	Des Moines	Washington State Federation of Bass Clubs, Walleyes Unlimited of Washington
J.K. Johnson	Tacoma	Washington State Muzzleloaders Association
Craig D. Larson	Carlton	Mule Deer Foundation, North American Game Bird Association
Richard Lee	Spokane	Aquatic Education Instructor for Department of Wildlife
Rod Meseberg	Othello	Mar Don Resort
Ted Nelson*	Federal Way	Washington Forest Protection Association
Jeff Parsons +	Olympia	National Audubon Society
Randy Prince	Rosalia	Southeast Washington Landowner (Vice Chair, East)
Glenn Rasmussen	Wapato	Safari Club International
Mike Ryherd*	Bainbridge Island	Bainbridge Island Land Trust, Kitsap County Open Space Council
Greg Shoemaker	Maple Valley	King County Outdoor Sports Council, Washington Hound Council
Art Solomon, Jr.	Spokane	Inland Northwest Wildlife Council
B.J. Thorniley	Nordland	Washington State Trappers Association
Sylvia Thorpe*	Bellingham	Ducks Unlimited
Ron Wisner	Rochester	Hunters United
Vim Wright	Seattle	Institute for Environmental Studies, University of Washington

+ = Subcommittee Chairs

* = Drafting Committee

See Appendix A for details on BRRRC Members

Introduction

A: Who are we?

In July 1991, Washington Department of Wildlife (WDW) Director Curt Smitch assembled the Budget and Revenue Review Committee (BRRC). The BRRC, twenty-eight individuals representing hunting, fishing, business, agricultural and environmental interests from across the state, met together eight times from August, 1991, through June, 1992.

The first two meetings were devoted to a detailed examination of WDW's capital and operating expenses, funding history and programs associated with specific funding sources. The current condition of the wildlife resource was also examined along with demographic trends and estimates of future use of the resource. Fifteen legislators, from the House of Representatives and the Senate, attended these early meetings, along with Washington Wildlife Commissioners.

The next five meetings were devoted to answering three questions: (1) Is WDW managed efficiently? (2) What is the current cost and the potential cost of fully expanded programs? (3) How should Department programs be funded and what sources could be used to expand programs? A subcommittee was formed to address each question.

Each subcommittee prepared a report that was reviewed by the full committee. A drafting committee consolidated and summarized the material for final full BRRC review in June, 1992.

The work of the BRRC, as with any volunteer effort, may lack the polish of work done by consulting firms. But the energy and commitment in defining and proposing solutions to problems faced by WDW and the people of Washington for many years cannot be faulted. Not all BRRC members support all recommendations, but it is the consensus recommendation of the committee; indeed the report does not try to indicate a position taken by the memberships of all hunting, fishing and environmental groups in the state. It does represent the best recommendation of a broad-based citizens group working together in a short period of time.

B: Why are we here?

The State of Washington is endowed with invaluable assets: an incredible landscape diversity and more than 640 vertebrate species of fish and wildlife. Whether hunting for deer or mountain goat in the high Cascades, watching bald eagles in the San Juan Islands or sage grouse in their rocky leks, hunting for elk in the Blue Mountains or steelhead fishing on the Hoh, everyone in Washington benefits from our wildlife resource.

The Washington Department of Wildlife is directed by law to preserve, protect, and perpetuate Washington's diverse wildlife and wildlife habitats, and its mission is to fulfill this directive while maximizing recreational and aesthetic benefits of wildlife for all citizens.

While the law states that "adequate funding of the Washington Department of Wildlife for proper management, now and for future generations, is the responsibility of everyone."

Only 11% of WDW's operating budget is provided by the general fund;

WDW's appropriation represents less than 1/10th of 1% of the State's general fund budget;

WDW receives 3.8% of the state general funds allocated to all state natural resource agencies.

In the spring of 1990, WDW opened its books to the public, conducting two "Zero Base Budget" workshops attended by more than 200 anglers, hunters, conservationists and members of the general public. WDW had inventoried all of its programs and expenditures, as required by its enabling legislation, and had requested the public's help in setting program and funding priorities. This public involvement in setting a state agency's priorities was an unprecedented step.

During the 1991 legislative session, the Senate identified \$16.7 million of WDW needs that could not be funded because existing revenue sources were not keeping up with the increased cost of doing business and also because of new legislative priorities. Some of the programs which the public had designated as a priority were being cut, including law enforcement. Rising costs and increasing demands for services (coupled with a drop in traditional sources of wildlife-related revenue) led to the erosion of existing programs. This, while habitat loss was occurring at a rate of more than 30,000 acres per year, and the increased number of hydraulic permits, environmental assessments and growth management requirements generated no user fee income to WDW.

It took BRRRC members a while to understand that losing 30,000 acres of habitat was also losing game and nongame wildlife on those acres. We would need a "zoo" the size of the city of Tacoma to hold all the wildlife living in the habitat we are losing each year.

To deal with this situation, fishing, hunting and environmental organizations from around the state supported the WDW's recommendations for (a) a 25% increase in license fees and, (b) a \$10.00 increase in personalized plates. They further urged the Legislature to broaden the funding base of the agency. In response, a number of bills were introduced, and by the end of the extended legislative session in June 1991, the results were: (a) a 20% increase in hunting and fishing licenses, (b) a \$10.00 increase in the fee for personalized vehicle license plates, to fund nongame programs, (c) a \$4.7 million increase in the capital budget allotment from general obligation bonds for the Grandy Creek hatchery, and (d) a \$1.3 million increase from the general fund.

Although a total of \$12 million was secured by these four actions for the 1991-93 biennium,

there was a strong feeling that adequate funding from the general public had not been obtained. The general fund had provided only \$11.2 million, or 14%, of WDW's operating funds and, during the 1992 legislative session \$655,000 of the \$1.3 million general fund increase appropriated in 1991 was taken back.

We reassert that the wildlife of the state belongs to all the people. The law makes it clear that wildlife, and the use and enjoyment of our wildlife resources, are owned by the citizens of the state. Choices concerning the future management, economics, quality of life and costs are everyone's responsibilities. However, currently the 19% of the state's population which hunt or fish pay for approximately half of WDW funding.

Since wildlife management and other nongame, nonfishing activities have been added to WDW's responsibilities, many hunters and anglers feel they have been carrying more than their fair share of the burden; they feel that the law requiring "adequate funding, now and for the future generations, is the responsibility of everyone" is being violated. First, they feel "everyone" has not equally shared in the funding and, secondly, that funding for "future generations" has been woefully short.

C: How the money is raised and spent

The Committee was provided with detailed information on the WDW's income and expenditures of funds for the 1991-93 biennium. Trend data for prior years was also received.

The 1991-93 biennium data is summarized in the tables that follow:

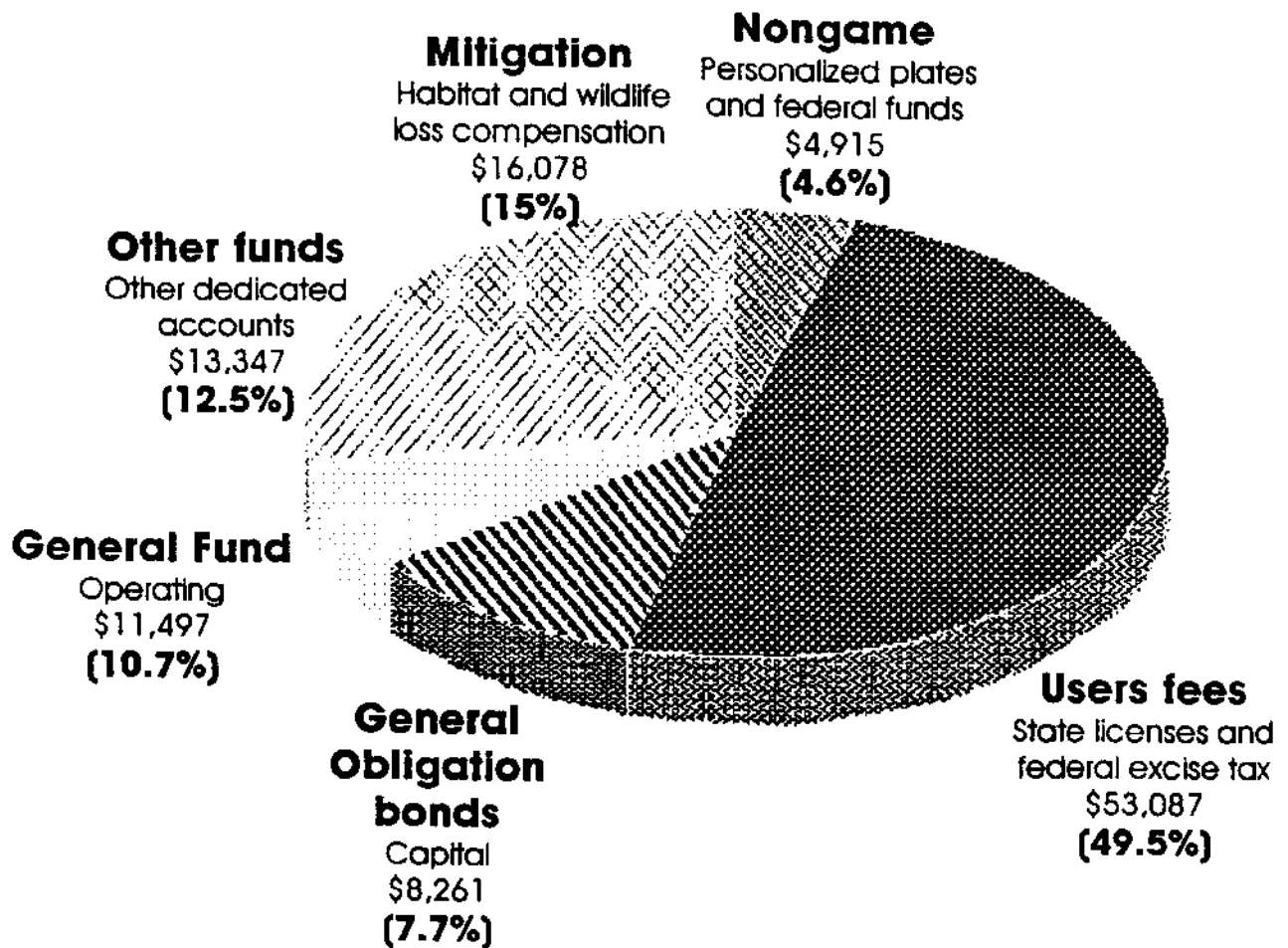
FINDINGS

- State license revenues account for 43% of WDW income.
- Federal excise taxes on the purchase of hunting, fishing and boating equipment returns 7% to the WDW budget.
- WDW receives less than 1/10 of 1% of the general fund and only 3.8% of all monies allocated to state natural resource agencies.
- Mitigation fees, both state and local, account for another 15%.
- Monies from the state general fund account for 11% of the 1991-93 operating and capital budget, with another 7% coming from general obligation bonds.
- WDW (license) sales since 1984 overall have not increased despite an increase in population.

- Estimated 1992 license revenue is up by \$3.397 million (+18%) compared to 1987, but adjusted for inflation, buying power is down by \$810,580 (-4%).
- Nongame programs are funded by personalized vehicle license plates at \$4.5 million in the 1991-93 biennium.
- Federal sources provided \$21 million in the 1991-93 biennium for fish and game programs and \$200,000 for nongame programs.

WDW Revenue 1991 - 1993

Total = \$107,185
(Dollars in thousands)



Washington Department of Wildlife EXPENDITURES BY SOURCE

(1991-1993 BIENNIAL OPERATING AND CAPITAL FUNDS)

(By Program Category)

In 000's	USER FEES (license fees and federal excise tax on hunting, fishing and boating gear)	GENERAL FUND (general tax funds and general obligation bonds)	OTHER (dedicated and mitigation funds)	TOTAL
Big Game	\$14,769	\$2,972	\$3,010	\$20,751
Small Game	10,640	2,663	3,693	16,996
Nongame	2,039	3,509	7,767	13,315
Steelhead	9,194	7,551	12,656	29,401
Trout	12,704	2,521	6,013	21,238
Warmwater	3,741	542	1,201	5,484
TOTAL	\$53,087	\$19,758	\$34,340	\$107,185

INCOME BY SOURCE

1991-1993 BIENNIAL REVENUES BY FUND SOURCE

In 000's	USER FEES	GENERAL FUND	Other		
			NONGAME	MITIGATION	OTHER
Big game	\$21,913	-0-	-0-	\$2,311	-0-
Small game	4,738	-0-	-0-	2,010	-0-
Nongame	71	-0-	4915	2,311	-0-
Steelhead	9,730	-0-	-0-	7,536	-0-
Trout	11,194	-0-	-0-	1,910	-0-
Warmwater	5,441	-0-	-0-	0	-0-
Non species specific	-0-	19758	-0-	-0-	13,347
\$53,087		\$19,758	\$4,915	\$16,078	\$13,347
			\$34,340		
\$107,185					

D: How are fish and wildlife doing?

The Committee also reviewed the wildlife condition and trends in wildlife populations, habitat availability and the effects on wildlife of changing state demographics.

FINDINGS

Status of Species Washington has a total of 640 vertebrate species.

Endangered

- There are 21 endangered animal species listed in Washington, including 12 mammals, 8 birds, and 1 reptile. Of these, 9 are marine species including 7 whales and 1 sea turtle.

Threatened

- There are 7 threatened species listed in Washington, including 4 that are federally listed. They include 1 mammal, 2 birds, 3 reptiles, and one butterfly.

Candidate Species

- WDW is concerned about the population status of 63 species in Washington. WDW biologists are evaluating the status of these species to determine whether they should be listed as endangered, threatened, or sensitive. These species include 2 mollusks, 4 beetles, 14 butterflies, 1 fish, 4 amphibians, 4 reptiles, 21 birds, and 13 mammals.

Monitor Species

- There are 146 species of mammals, birds, fish, reptiles, mollusks and butterflies that warrant monitoring because of concerns about their status.

At Risk Fish

- In 1991 the American Fisheries Society evaluated Pacific salmon, steelhead, and sea-run cutthroat stocks to determine their status. **They identified 94 stocks or groups of stocks that are in trouble in Washington:**

19 winter-run steelhead, 18 summer-run steelhead, 10 sea-run cutthroat, and 47 salmon stocks.

Big Game

- Current timber management practices of shortened harvest rotation cycles provide an abundance of forage for black-tailed deer, but cover may be insufficient. Black-tails currently number approximately 200,000 in western Washington, but will not exceed 150,000 in the year 2010.
- Mule deer populations are largest in north central Washington where there is less competition with other big game species. Mule deer populations and harvest may never again reach the peak figures of the 1950s or 1960s because land management practices are

reducing the ability of rangelands to support the herds. The current population of 145,000 will not exceed 100,000 by the year 2010.

- Whitetail deer populations are at carrying capacity and the Department has increased control hunts to minimize damage problems. The Whitetail population is healthy at about 88,000 animals, primarily in northeastern Washington.
- Because of clearcutting, Roosevelt elk of western Washington are higher now than 30 years ago. Populations peaked in 1980, and have stabilized since then at about 32,000.

Rocky Mountain elk, introduced early in this century, are found mainly in the Blue Mountains and the foothills of the eastern Cascades. With reductions in low-country winter range, large numbers of elk are sustained by WDW feeding programs. Elk damage to private property and agriculture have restricted elk management. The current population of about 55,000 will decline to less than 50,000 by 2010.

Small Game

- With few exceptions, upland bird populations have crashed. Farmland game birds are best represented by the ring-necked pheasant, but also include chukar, doves, gray partridge and valley quail. Populations of farmland game birds peaked in the 1960's and 1970's. Today most of the land that is suitable is being farmed. Modern farming techniques are so intensive that little or no land remains unproductive. Even if it cannot be cultivated, it is generally intensively grazed by livestock or used for storage and dwellings. Federal farm programs that include 10-year set asides from farming are providing some relief for gray partridge, but these programs are scheduled to expire beginning in 1996. By the year 2010 an increasing human population will place greater demands for food production, further degradation of habitat and even lower populations of upland game birds.
- The habitats for shrub-steppe game birds have largely been converted to agriculture. Those that remain are intensively grazed by livestock or fragmented. Sage and sharp-tailed grouse are the two main game birds associated with shrub-steppe habitats, and both are candidate species for threatened or endangered classification. By the year 2010, continued intensive management for agriculture and livestock will result in endangered status or simply the disappearance of these birds.
- Forest grouse populations have declined since the 1970's, most likely due to timber harvest practices that include vegetation control to encourage accelerated tree growth, the removal of roost trees, and the management of forests for commercial fiber. The ruffed grouse and blue grouse populations should remain relatively stable through the year 2010. Spruce grouse populations will decline because their habitats will be managed for commercial tree production, not for wildlife purposes.
- Waterfowl populations, other than duck, have been relatively stable during the past decade at approximately one million wintering birds, but wetland losses and urbanization of important feeding areas threaten to cause declines in breeding and wintering waterfowl numbers. The major wintering area in western Washington, the Skagit Delta, is under increasing development pressure from the Seattle metropolitan area. Conversion of agricultural areas in many regions will decrease the quantity of foraging habitat. Direct and indirect impacts on waterfowl nesting habitat from increased development pressure will

cause significant declines in local waterfowl production by the year 2010.

- Band-tailed pigeon numbers will continue to decline as critical mineral spring sites are lost or otherwise impacted by development and foraging areas receive more intensive timber management activities. The population of band-tailed pigeons is likely to drop to remnant levels by the year 2010.
- Mourning dove numbers will likely continue to decline given current trends of conversion of nesting habitat in riparian areas and reduction of native and agricultural foraging bases. The population of mourning doves will probably stabilize below current levels by the year 2010.

Special Ecosystems

- Wetlands, streamside systems and meadows have 8 currently protected species of concern and 102 species that will be lost or significantly reduced given current funding and trends in population growth and habitat loss.
- Oak woodlands have no currently protected species of concern, but 24 species will be lost or significantly reduced.
- Conifer forests have five currently protected species of concern and 23 species lost or reduced.
- Shrub steppes and grasslands have one currently protected species of concern (gyrfalcon) and 31 lost or reduced species.
- Sand dunes have one species of concern, lost or reduced status (Columbia River tiger beetle).
- Islands and coasts have 18 currently protected species of concern such as the gray whale, snowy owl, and brown pelican and 10 lost or reduced species.
- Snag-rich areas have no protected species of concern, but five lost or reduced species such as the white-headed woodpecker and the black-backed woodpecker.
- Cliffs/talus/caves have one protected species of concern (peregrine falcon) and eight lost or reduced species as the red bat and turkey vulture.
- Urban wildlife habitat has four protected species (bald eagle, peregrine falcon, harbor seal, and osprey) and 41 lost or reduced species such as the western pond turtle, spotted frog, upland sandpiper, and western gray squirrel.

Water Resources

Consumption

In 1985, 2.4 trillion gallons of water were consumed, and usage has increased since then. That is enough water to drain and refill the King Dome 13 times each day for a year.

Of the total, 82% comes from surface water, and 18% comes from ground water.

Of the total, 76% is used in irrigation, 13% in industrial uses, and 11% in municipal uses.

- Seattle's water supply serves 1.2 million people who use 174 million gallons daily with a peak summer use of 350 million gallons per day.
- By the year 2000, Seattle's use will grow to 185 million gallons per day and 700 million gallons per day peak summer use.

Rivers

WDW biologists have identified numerous rivers where reduced flows have hurt fish and wildlife production.

- Five western Washington rivers have severe low flow problems: Green, Dungeness, Pilchuck, White and Puyallup.
- Four eastern Washington rivers have severe low flow problems: the Yakima system, Walla Walla, Little Klickitat and White Salmon. These problems also exist in many small streams too numerous to list.
- Six west-side rivers have moderate low flow problems: Middle Fork Nooksack, Cedar, Chehalis, Quilcene, Hoquiam and Wishkah.
- Five west-side rivers had severe low flow problems until adequate minimum flows were established by recent negotiations with diverters. These rivers are the Nisqually, Skagit, Sultan, South Fork Tolt and North Fork Skokomish.

Fish Hatchery Production Affected By Water

Nine of WDW's 33 fish hatcheries (27%) have serious water supply, flooding, and water quality problems caused by growth, logging and road construction in watersheds.

These hatcheries are Aberdeen, Barnaby Slough in Skagit County, Ford Hatchery in Stevens County, Lake Whatcom in Whatcom County, Omak, Puyallup, Tokul Creek in King County, Vancouver, and Yakima.

Operation and maintenance costs increase, and hatchery production declines because some facilities become heavily silted or lose much of their water supply. Fish diseases increase, fish growth declines, and floods accidentally release fish too early.

Landownership

According to a Washington State University statistical summary of lands in Washington, the total land base of Washington State is 42,606,080 acres.

- Private and tribal land ownership represents 61%.
- 39% is in public ownership. National forests have 21%; national parks 4.3%; and other

federal lands, 4.6%. State owned lands represent 8.2% and counties 0.8%.

- Of the state owned lands, 2.9 million acres of forest lands, range lands, crop lands and aquatic lands are managed by the Department of Natural Resources.
- Approximately 111,000 acres of the DNR agricultural lands are under lease to WDW for management as wildlife habitat.
- WDW owns 429,000 acres and controls an additional 411,100 acres through lease or management agreements.
- Washington State Parks manages 241,000 acres.

Human Population Growth

- In 1991, 5,000,400 people lived in Washington, according to the Office of Financial Management, making it the second most densely populated state in the west (behind California). Washington had more than twice the density of Arizona, Colorado or Oregon.
- At Washington's 1991 population growth rate, our state's population will double in approximately 24 years.
- Washington's density of 75 people per square mile compares to 30 for Oregon, 12 for Idaho, and 5.6 for Montana.
- According to OFM, Washington's population grew by 734,400 people between 1980 and 1990, two thirds of it in unincorporated areas that were wildlife habitat before conversion.
- In a burst of growth, Washington grew by 383,500 people in just three years, 1988-90. That growth is more than the current combined populations of Tacoma and Spokane. Natural increase (births minus deaths) added 115,200 people and migration added 268,300 people from out-of-state.
- Washington is expected to grow by 1 million people to a total of 6 million by 2010, according to OFM. That is more growth in the next two decades than currently live in the 13 smallest states in America. Half of these people will be born here and half will move here.
- There have been more than a million housing permits issued in Washington in the past three decades (1,046,000), according to the Economic and Revenue Forecast Council.
- There are now 3,377,000 licensed drivers, 4,927,000 vehicles including 2,962,000 cars in Washington, according to the Department of Licensing. That is an increase of 714,000 drivers (26.8%), 1,159,000 vehicles (30.8%), and 685,000 cars (30.1%) in the past decade (1980-1990).
- National Parks in Washington provided 8,119,300 recreations days in 1990, an increase of 1,531,700 days (23.3%) since 1980.
- Washington State Parks provided 37,721,000 recreation days (not counting ocean beaches)

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in 1990, an increase of 6,588,000 days (21.2%) since 1980.

Section I: How is the Department performing?

This subcommittee, chaired by Russ Cahill, was charged with evaluating the performance of the WDW. The question asked was, "Is the Department of Wildlife managed efficiently?"

APPROACH

This subcommittee's approach was informal. Since the Department of Game became the "Department of Wildlife" in 1987, both the Department and its Director have been subject to intense political debate. In this arena, it has been difficult to obtain objective criticism. Two approaches were taken. First, members of the BRRC polled members of their organizations and asked for opinions. Some of those opinions were well thought out, others were more personal in nature. However, all of the opinions were discussed by the subcommittee and, where consensus existed, (approval by 80% or more of the subcommittee), the material is incorporated into this report.

The second approach was for the subcommittee chair to talk with staff members of WDW and the control agencies of state government. These included the Department of Personnel, the Office of Financial Management, the Office of the Governor, and legislative staff. Members of the Legislature expressed their opinions at meetings of the BRRC and to the subcommittee chair. Additional information was obtained by reading the State Auditor's biennial examinations for the past 16 years, and by studying reports of the state's Game, and now Wildlife, Commission. Each year, the Commission evaluates the Department's performance and submits a formal report to the Legislature.

When this material was studied and written up as a draft report, the subcommittee critiqued it and modified the material until consensus was reached. At a later meeting, the full Committee heard the findings and conclusions, amended and approved the final report.

ADMINISTRATIVE SERVICES

FINDINGS

- There is general agreement that the fiscal practices of the agency are sound and meet acceptable accounting practices. This has not always been so. During the 1970's, the Department of Game was severely criticized by citizens and the State Auditor for its business practices. Problems have been corrected and for the past decade the Department has been found in compliance with state accounting principles.
- The agency has a good reputation in the personnel community of state government. The internal criticisms of the WDW are not out of the ordinary for a department of this size and complexity.

CONCLUSION

- There is a tendency on the part of some user groups to see the agency through dissatisfied employees. This is a natural outgrowth of their concern for the resource and its stewards.

RECOMMENDATION

- The Department should be sensitive to public criticisms and deal with real or perceived concerns in a straightforward manner.

WILDLIFE MANAGEMENT DIVISION

FINDINGS

- WDW's resource management is largely based on harvest data rather than wildlife and sport fish population data.
- With the exception of waterfowl data and remnant populations of seriously depleted threatened or endangered species, the data available to the Legislature and the public is vague.
- When emergency changes in rules are being made, direct contact with users is not as good as it used to be.
- There is a perception that emergency rules are being used, in some instances, to take the place of planning in advance.

CONCLUSION

- The traditional reliance on harvest data, as a measure of success, is only effective if the long term population trends are also known. The same applies to nongame species, for many of which we have no population information.

RECOMMENDATIONS

- The status of populations of animals and sport fish are the best indicators of how WDW is doing. Data and reports should be improved by using population based studies in addition to harvest figures.
- Shift efforts to a scientifically defensible statewide system of species population estimates and, where necessary, use more of the intensive local and regional population studies currently being done on a limited basis by WDW.
- Do not overuse the emergency rule making authority.

WILDLIFE ENFORCEMENT DIVISION

During the first three months of 1992, the management of the enforcement program has been in the midst of transition.

FINDINGS

- Major dissent and morale problems exist.
- The rapid growth of our state's population has outstripped the capability of Wildlife Enforcement Officers to keep up with the workload.
- New assignments, such as the use of officers to research hydraulics permits and to enforce hydraulics law, has stretched the ranks even thinner.
- More people move into suburban areas, wildlife control complaints increase, and the workload increases.
- Wildlife Control Agents have been reassigned as enforcement officers.

CONCLUSIONS

- Funding is inadequate to keep up with an increasing workload.
- The shift of control agents to enforcement officers has not reduced workload.
- The current agency practice of allowing selected trappers to handle wildlife damage control work on a fee basis (paid by the complainant) has removed the positive contact between agency field personnel and landowners from the process. This may be one of the reasons for deteriorating relations with some property owners.

RECOMMENDATIONS

- Expand Wildlife Enforcement Division to keep up with population growth and workload increases.
- The chief of Wildlife Enforcement should emphasize team building in his first year on the job.

OFFICE OF INFORMATION AND EDUCATION

FINDINGS

- Environmental and wildlife education by WDW field employees seem to be disappearing from field operations.
- It is a perception that the Information and Education program is losing touch with user groups and land owners. A common complaint we heard was, "more staff but less

information," despite the fact that the Information and Education program has less staff now than five years ago.

- The Superintendent of Public Instruction and the natural resources management agencies of state government, with WDW as a key participant, are working on a new environmental education program for kindergarten through 12th grade.

RECOMMENDATION

- A concerted effort should be taken to improve communications with user groups and the general public. (During the time this report was being written, the WDW Office of Information and Education initiated programs to implement this recommendation.)

EMPLOYEE ATTITUDE

FINDINGS

- Employees work hard and willingly for the people of the state and for the wildlife they are charged with conserving. Personal time is often used to carry out their workload.
- Complaints have surfaced in field areas about arrogance and rudeness between a few employees and private landowners.
- Most employees believe they are treated fairly. Morale, perceived as bad by some outside observers, does not seem to be considered bad by most agency employees.

CONCLUSION

- WDW employees are among the best in state government.

RECOMMENDATION

- Continue and improve employee recognition awards program.
- Continue the new complaint investigation process and work on improving attitudes and weeding out problem employees.

LAND RESOURCES DIVISION

FINDINGS

- The management of WDW lands is stressing the division's staffing as it tries to catch up with expanded responsibilities.
- Water access sites and wildlife habitat lands are not maintained at an adequate level. Fencing and vegetation management need improvement.
- Operations and maintenance funds for water access sites and wildlife habitat lands are insufficient to meet public needs.
- Some employees in the Department believe that no funds should be expended on new lands until funds are available to maintain the old.

CONCLUSIONS

- Maintenance and Operations funding has not kept pace with growth. The share of the state's budget expended for all maintenance and operations of natural resources programs is far too small.
- The Legislature should rapidly implement the recommendations of the InterAgency Committee for Outdoor Recreation Task Force formed pursuant to SHB 2594 of 1992 which was given the task (by the Legislature) of designing an operation and maintenance funding system.

RECOMMENDATIONS

- Management must aggressively seek funds for maintenance and operations of WDW's holdings.
- Continue to acquire critical habitat lands with a strong emphasis on adequate operations and maintenance funding for the land acquired. This important program will build a constituency which will help WDW acquire the maintenance and operations funds.

NOTE: WDW and the Wildlife Commission should remember that the great wildlife refuges in this country were acquired at a time when staffing levels were inadequate. Had the government waited for operating funds we would not have been able to afford the purchase costs.

HABITAT MANAGEMENT

After the 1991 session of the Legislature, the Department was given some new resources and duties

FINDINGS

- A barrel tax on oil is funding four new employees' salaries, and the settlement of the Nestucca Spill has added another staff person. Five new staff were funded by the

Department of Natural Resources to examine forest practices.

- Habitat division staff are spending increased time addressing forest practices on state and private lands and working to include wildlife habitat concerns in growth management plans being formulated by the counties.
- However, as a result of Zero Base Budgeting, the division has stopped (1) its cooperative road management program, (2) attending meetings on snowmobile and trails management, and (3) examining all U.S. Forest Service timber sales.

CONCLUSIONS

- The shift in work emphasis will be positive for wildlife habitat for both game and nongame species. For instance, negotiations with the James River Corporation on the Columbia River resulted in the allocation of a 100 acre island for habitat purposes. The resulting elk, deer, waterfowl and nongame species would not have had this habitat if WDW's employees had not been at the table during the environmental hearings process.
- The Habitat Division appears to be well run (despite a lack of resources) in its attempt to meet the requirements of wildlife, but needs to ensure a positive, cooperative relationship with the affected landowners.

RECOMMENDATION

- Continue to search for mitigation funds to continue this important work for wildlife habitat.
- Habitat Management Division should be expanded to incorporate the recommendations for acquisition, maintenance and operations as outlined in Section II of this report.

PRODUCTION OF FISH AND UPLAND BIRDS

FINDINGS

- There are widespread and pervasive complaints about upland bird production and management.
- There are widespread and pervasive complaints about the perceived excessive cost of Steelhead Trout production and management.
- As pheasants and other huntable species become in short supply, hunters are examining other WDW programs to see who isn't "paying their way." Non-steelhead anglers believe the steelhead program siphons off money from other programs.
- The warmwater fish program is under-funded considering the recreational value it provides.

CONCLUSIONS

- There are major inequities between who pays and who plays.
- The management emphasis on exotic trout and char for sport fishing should be no different from the management emphasis on warmwater species.

RECOMMENDATIONS

- Make a strong effort to find cost-effective means of improving the supply of game birds.
- Improve the warmwater fish program and emphasize its recreational value.
- Use extreme caution in the introduction of new species of sport fish.

DEPARTMENTAL MANAGEMENT

The subcommittee does not have specific negative findings in this area. One could call it an "unease."

FINDINGS

- The Department has done a rigorous "Zero Base Budgeting" exercise. This process, widely recommended by public management experts, is not used to any great extent in state government. It is a means of finding what will stay and what will go during difficult fiscal shortages and is a way to order priorities in good times.
- There is a widely held belief among legislators that WDW, as well as other state agencies, has too much management overhead. However, WDW has a smaller administrative staff than state government as a whole.
- WDW should be commended for using Zero Based Budgeting for decision making.

RECOMMENDATIONS

- WDW should take a separate rigorous look at its costs for administrative overhead, comparing itself to other effective programs. The concept should be to keep overhead costs in some reasonable proportion to the rest of the agency.
- WDW should examine its regional management structure to ensure cost efficiencies and a proper balance between regional and headquarters functions.
- The Legislature should be more specific in its discussions of excess overhead and do a definitive study of the problem.

SUMMARY

Our general assessment is that WDW is doing an excellent job considering new required responsibilities and its existing budget constraints. Specific weaknesses need to be addressed. The biggest cause of program shortfalls is inadequate resources, especially in the maintenance and operations of the Land Resources and Wildlife Enforcement Divisions. An end to the political debates over wildlife would be a positive sign, but is not likely. What is needed is:

- Adequate funding for wildlife programs, especially Land Resources and Wildlife Enforcement.
- Aggressive management of the resource.
- A continuation of coalition-building by wildlife interest groups.

Section II: What do we want?

The following section is based on "Current and Potential Costs of Fully Expanded Wildlife Programs," an extended monograph prepared by Subcommittee Chair Bruce Ferguson. Based on work by his Subcommittee and with assistance by WDW staff, Bruce spent hundreds and hundreds of hours researching, writing and editing his report. The complete monograph showing methodology, charts, tables and breakdowns of costs to establish current and future unit costs per specie (or activity) has been presented to the Wildlife Commission and WDW for further study and analysis. The BRRC is indebted to Bruce for his innovative and exhaustive work. The original monograph, however, runs more than 55 pages, and was necessarily that long, in order to explain how they established the costs needed to attain the various wildlife goals of the BRRC report.

In the interest of brevity, and providing the readers of this report with a readily understandable document, we have chosen to provide you with the findings and conclusions of the subcommittee's report, but not the complete study.

The subcommittee worked to determine realistic levels at which hunting, fishing and appreciative users of wildlife would feel satisfied with their wildlife experience, and then to determine the cost to establish those levels by the year 2000. To allocate cost among the various program areas, WDW expenditures were classified as:

See reference
on Page 40

- A — WDW activities related to providing for hunting and fishing recreation;
- B — Resource management of game species not related to hunting or fishing activities;
- C — Resource management of nongame species and habitat.

In determining a baseline allotment for 1991-93 funding, *A* equals \$56.1 million, *B* \$37.75 million, and *C* \$13.3 million in expenditures of the total WDW budget of \$107.2 million. For planning of cost allocation, the subcommittee assumed that non-general fund support (e.g., fishing and hunting licenses, federal excise taxes on tackle, etc.) should be equal to $A + 1/2 B$. In other words, all hunting and fishing activities and half of the cost of non-hunting and non-fishing resource management of game species should be borne by the recreational users. On the other hand, all of nongame wildlife management (*C*) and one-half of the cost of the wildlife management of game species (*B*), whether hunted or fished or not, should be borne by the populace at large ($1/2 B + C$).

Habitat Loss

With habitat loss occurring at 30,000 acres per year, we find that 23% of all vertebrate species in the state are endangered, threatened or species of concern. Arresting habitat decline is the key to maintaining our quality of life and the biodiversity of species. In 1991, our state had officially listed 33 species as "protected." Our projection is that unless an energetic and proactive campaign is undertaken to acquire and protect representative areas of crucial habitats, that in twenty years we will need to add another 170 species to the "protected" list. Specifically we have failed to adequately protect nine varieties of unique habitat which are now threatened in our state:

- Wetland and riparian meadows
- Coastal islands
- Oak woodland
- Sand dunes
- Urban wildlife habitats
- Shrub-steppe grasslands
- Snag rich areas
- Old conifer forest
- Cliffs, talus and caves

APPRECIATIVE USE

Over 80% of the adult population in Washington enjoy wildlife oriented recreation and over 60% of our state's population are active appreciators of Washington's wildlife and wildlife habitat. Projections show that by the year 2000, over 3,000,000 people in Washington will be participating in some form of appreciative wildlife use. With 80% of our population concentrated in urban areas, access to wildlife experiences become more difficult each year. The quality of life for the appreciative user and for threatened wildlife species is the same -- the protection of an ample diversity of habitat. Biodiversity in rural and urban wildlife populations will increase and stabilize as habitat loss diminishes; concurrently, increased opportunities for appreciative wildlife experiences can best be guaranteed through diverse habitat acquisition and protection.

RECOMMENDATIONS

Increase funding for land acquisition, maintenance and operation and WDW resource management programs to a level sufficient to arrest declines of species of concern. This would necessitate increasing general fund annual expenditures from \$5.55 per active wildlife appreciator today to \$13.88 per person by the year 2000. This increase would allow the acquisition of 108,000 acres of critical habitat spread among all nine cover types, as well as the construction and operation of 338 wildlife viewing sites with interpretive signs and materials (which is the Committee's estimate of the number of facilities needed).

STATE LAND MANAGEMENT

Numerous divisions of state government own or manage publicly held lands. WDW controls over 800,000 acres and DNR another 2,900,000 acres of wildlife habitat in eastern and western Washington. All state agencies holding habitat lands should be managing their lands to increase the publicly owned wildlife values and recreational opportunities, where appropriate. However, due to lack of consistent policy objectives and adequate operation and maintenance funds, the common asset of our priceless wildlife lands are under-utilized, unimproved and not maintained to the level expected by neighbors, appreciative users or hunters and anglers. As with funding, the state has failed to provide a comprehensive wildlife management vision for management of all publicly owned wildlife lands and waters.

RECOMMENDATIONS

The Legislature should provide adequate funding to maintain and improve existing and proposed new wildlife habitat under state management. DNR mandates should be clarified by the Legislature in order to improve wildlife habitat in DNR forests and on its agricultural leased lands. Such actions would reduce costs to purchase replacement habitat and increase the availability of habitat for wildlife users.

EXPECTED BENEFITS

- Materially increase wildlife populations.
- Provides more opportunity for a quality experience.
- Provides more harvest opportunity on publicly owned lands.
- Improved habitat maintains and insures biodiversity of wildlife.
- Reduces need to purchase replacement habitat.

BIG GAME PROGRAMS

In 1990, 196,389 hunters harvested 48,071 deer for a success rate of .24 deer per hunter. Meanwhile, 87,518 hunters harvested 9,305 elk for an .11 success rate. This rate has decreased over the years although deer and elk populations are at historically high levels for the habitat that is still left. Big game populations cannot be significantly increased except in a few critical habitat areas. For example, to reach "hunter satisfaction levels" of .75 deer per hunter per year and .25 elk per hunter per year (given the population increases and the amount of residual habitat left in the state) may not be biologically achievable. To increase harvest levels for deer by 20% would increase the WDW cost from \$50.53 per deer to an estimated cost of \$137.17 per deer. These additional costs lie principally in increased maintenance and operations needs and capital improvement of current habitat lands. To expand program levels, license fees would have to be materially increased to cover program costs.

RECOMMENDATIONS

To the extent hunters will support (through purchase) increased license fees, WDW should make permanent habitat improvements on all suitable WDW managed lands to increase big game populations, prioritize land acquisition to replace lost or threatened critical habitat and encourage DNR to include increased wildlife habitat management requirements in their lease agreements. WDW should also expand cooperative agreements to encourage participation in habitat improvement projects with incentives for private land owners.

EXPECTED BENEFITS

- Big game hunters will have an opportunity for increased success, thereby, stabilizing declining license and fee revenues for hunting.
- Habitat improvements will benefit other game and nongame species.
- Increased habitat and habitat preservation will maintain genetic diversity within species, thereby providing for healthier populations.
- Maintaining the opportunity for a hunting experience for future generations maintains a sense of our culture, history and quality of life.

SMALL GAME

West Side Pheasant

Upland bird hunters on the west side have limited access to "put and take" pheasant harvest, but desire greater opportunity. In 1990, 9,234 hunters harvested 38,000 planted pheasants at a cost to WDW of \$21.15 per bird. At the present success rate of 4.12 birds per hunter, the average WDW cost per hunter is \$87.14. The success rate (and cost) could be almost doubled as there is a clear opportunity and demand to provide additional sites in western Washington for this type of hunting – as long as the hunter is willing to pay the cost of this increased opportunity.

EXPECTED BENEFITS

- Bird hunters living in western Washington not having the time to travel to wild bird areas in eastern Washington could have materially improved sport close to home.
- The ten new sites would be available to the public for the cost of the appropriate license without having to obtain permission to hunt on private property.
- The same number of hunters spread over a much greater area would provide a higher quality hunting experience.

Wild Upland Birds

Wild upland bird populations fluctuate from year to year and critical habitat plays a much larger role over time, especially since the access to private lands has been greatly reduced. The expressed hunter desire rate of 15 birds for every hunter per year is unattainable. Of the nine species in this category managed by WDW, pheasant, quail, chukar and hungarian

partridge offer major opportunities for increased populations and harvest. 112,350 bird hunters harvested 625,197 upland birds in 1990. This amounted to 5.56 birds per hunter. An average 56% harvest increase could be achieved with an expanded WDW cost of \$6.89 per bird or \$59.74 per hunter per year. Farming practices that reduce or eliminate critical cover have had a major negative impact on bird populations and lack of access to private and public lands has reduced hunter success. However, license fees would have to be substantially increased to cover the maintenance and operation and new habitat acquisition costs necessary to bring about the desired 56% harvest increase.

RECOMMENDATIONS

Purchase strategically located critical habitat that allows greater hunter access to public lands and improve habitat lands under WDW and DNR management. At the same time encourage private landowners, through incentives, to provide and maintain year round upland bird habitat and seasonal hunter access. Expand the WDW program and its attendant increased harvest rates to the extent additional revenue is available to expand the critical habitat acquisition program.

Waterfowl

Drought conditions over a period of years have brought about serious declines in duck populations throughout the Pacific Flyway, while goose populations have remained stable or increased during the same time period. Duck populations in Washington can be expected to decline further due to continued reduction in critical wetlands in Canada and Washington. Our proposed enhancement program could stabilize and increase the harvest of waterfowl through a large (and expensive) acquisition program of critical habitat. In 1990, 37,911 waterfowl hunters harvested 384,306 mostly migratory birds for an average of 7.99 birds per hunter and an average WDW cost of \$5.38 per bird.

A desired rate of 20 ducks or 12 geese (17.09 average per year) is achievable, although the considerable cost of program maintenance and operation and habitat acquisition would drive the year 2000 cost to \$36.56 per bird and a ten year WDW cost-per-hunter increase from \$42.98 to \$624.81.

RECOMMENDATIONS

WDW should improve hunter access and critical habitat through key land acquisitions, including winter holding habitat, agreements with private landowners and compacts with other public landowners. Expanded fall and winter food supplies of standing crops should be provided to encourage winter foraging. The programs should be expanded commensurate with greater support from increased license fees.

STEELHEAD

In 1990, 106,666 anglers harvested 112,836 steelhead for an annual harvest rate of 1.06 steelhead per angler. This rate can be increased by 52%, or 59,000 additional fish, by the year 2000.

Much subcommittee time was spent examining the apparent high cost of the steelhead program. For instance, as presented in WDW program budgets, the 1990 WDW cost per sports harvested steelhead is \$129.07. If the cost of WDW produced, but steelhead harvested by tribal members is eliminated, the sports caught steelhead cost drops to \$66.77. If mitigation revenues are also removed from the expenditures, then the WDW cost per fish drops to \$37.43; the current license revenue is \$36.46 per fish. A policy decision should be made as to which costs to include when determining the cost of the steelhead program.

RECOMMENDATIONS

It is clear that an increased harvest rate is available at a moderate cost by following the current steelhead program through the year 2000. That program includes building the already-funded Grandy Creek Hatchery and upgrading current hatchery facilities. We believe that the license fee should be established to fully cover the cost of producing the sports caught steelhead only (minus mitigation funds) and that the general fund of the state should pay for state fish harvested by members of tribes. We also support restoring wild runs to both increase and protect genetic diversity and vigor, and to decrease the dependency on hatchery raised fish for recreational opportunity. Management priorities should concentrate on improving critical habitat and spawning escapement with emphasis on the Columbia River, Puget Sound, Hood Canal and Grays Harbor systems. Finally the WDW should continue to emphasize priority management of wild stocks with site-specific marine mammal predation control programs.

EXPECTED BENEFITS

- Increased angler success rates.
- Reduced cost per fish harvested due to improvement in hatchery system management.
- Provide a much improved harvest success rate on hatchery produced fish, thereby reducing the impact on wild stocks now in the restoration process.

TROUT

Wild resident and anadromous trout are primarily found in rivers, streams and marine systems while hatchery populations mainly supply lowland and alpine lakes. Therefore repair of stream corridor habitat and spawning areas will benefit wild stocks most. In 1990, 564,000 anglers harvested 3,832,600 trout which translates into 6.8 fish per angler per year. The WDW cost per trout was \$2.50 each or \$17.07 per angler. A harvest increase of 77% can be achieved by the year 2000 by emphasizing lowland and alpine lake expansion utilizing hatchery stock. Costs would increase to \$2.99 per trout or \$34.53 per angler without significant negative risk to hatchery stock or native runs from disease, habitat over-use or over-fishing.

RECOMMENDATIONS

Improve spawning and rearing habitat for wild trout in streams, rivers, beaver ponds, and marine environments while relying on hatchery production for alpine and lowland lakes to meet expanded angler opportunities. Protect wild stocks through regulation in order to rebuild for the next generations and increase hatchery production commensurate with the anglers' willingness to pay for increased harvest rates.

WARMWATER FISHERIES:

Fishing for warmwater species is a very popular sport but a very under-managed resource. Over 5.8 million angler days are spent in Washington per year fishing for warmwater species, or 35% of all freshwater angling activity. Total annual harvest is estimated at 25 million fish at a WDW cost of \$.09 per fish and license revenue is in balance with WDW costs. Warmwater fishing has a large and growing following as an estimated 20% of all new state residents are expected to pursue the warmwater fishery.

RECOMMENDATIONS

By providing a warmwater research hatchery, we should be able to provide the know how to balance species mix which will naturally expand the size and scope of the program. By these methods 800,000 fish per year can be added at an adjusted WDW cost of \$.11 per fish by the year 2000. A small increase in license fees would be necessary to cover program costs because current habitat is deemed sufficient, although greater access is desired.

EXPECTED BENEFITS

- Provide a low cost fishery for a large portion of the angler population.
- Program is easily expandable at modest cost.
- Large purchases of additional habitat are not immediately necessary.

MANAGEMENT PROGRAMS

WDW has no easily understood method of presenting each program's costs and benefits in a meaningful way. The Legislature thinks in biennial program costs, the Department in FTE costs and the sportsperson in terms of bag limits, license fees or total miles of trail. There is a need to develop a common vision through the year 2000 and a method to explain costs in an easily understood and uniform manner.

RECOMMENDATIONS

The WDW, the Legislature and interested groups need to form a vision for wildlife goals to be met by the year 2000. We recommend to you the programs outlined in this report. To meet these goals, WDW should undertake a systematic program to inform and educate the public as to the nature of the goals, the progress in reaching the goals and the ways to measure success. We believe that measurements couched in understandable and specific terms, such as "cost per harvested animal, fish or bird" or "cost per participant" (for non-consumptive programs) will allow a regular measurement of the attainment of WDW's stated goals.

EXPECTED BENEFITS

- Allows WDW, legislators, user groups and general public to easily understand and evaluate each program.
- Allows for long-range planning and priority decision-making based on uniform guidelines.
- Allows for direct cost per benefit comparisons.
- Can provide support for well-defined programs meeting the needs of the resource.
- Will reduce misunderstanding of wildlife related issues.
- Avoids crisis management, postponement of maintenance and threat to biodiversity of species.

SUMMARY

Habitat preservation and management is threatened and in disarray in Washington State! Loss of habitat to development and degradation of habitat through development or resource use is not being met with a comprehensive program of habitat replacement, reclamation or management. This is not the failure of WDW, but rather the failure of all of us to provide a set of long-term goals which would restore habitat, coordinate the wildlife values of all publicly owned properties and encourage private property owners to provide habitat and recreational access.

With habitat protection goes the responsibility of management and the need for sufficient operating and maintenance funding to protect the state's considerable investment in its public lands. The inception of recent programs such as the Washington Wildlife and Recreation Coalition program have pumped much needed acquisition dollars into habitat protection, but it is woefully short of this subcommittee's determined needs. As human populations continue to grow, wildlife populations can be expected to decline. **The most important method of increasing wildlife populations for appreciation and harvest is through critical habitat acquisition, protection and improvement on public and private lands.** While the cost for additional harvest opportunities is extremely high for some species, harvesters should pay for current and additional harvest opportunities of game species. Likewise, appreciative users should pay for the cost of programs and general wildlife management through specific appreciator fees and/or general tax revenues from statewide sources.

RECOMMENDATIONS

Specifically the subcommittee recommends that program funding for each of the following categories be increased by:

PER YEAR THROUGH 2000 (\$000)

Program	New Capital	New O&M
Appreciative Use	\$64,595	\$18,840
Big Game	38,219	8,087
Small Game	39,537	26,418
Steelhead	1,450	450
Trout	7,987	8,554
Warmwater	625	520
TOTAL	\$152,413	\$62,869

WARNING: Costs of maximizing wild run management and restoration of threatened or endangered fish runs, including physical habitat restoration, population surveys, DNA typing of individual runs and specialized use of historically important watersheds (and the concomitant costs of economic reduction of resource based industries) have not been included in the above cost estimates. The level of funding needed will be determined by the degree of risk for each species and the time allowed to implement a mitigation program. These programs will require shared resources from local, state, federal and private sources based on various theories of contribution and responsibility for species decline.

This commitment would call for total new spending of capital acquisition dollars for habitat and facilities of \$1,219,309,000 between 1992 and the year 2000 and new O&M expenditures of \$62,869,000 per year. Obviously a master plan of benefit, habitat and access coordination is needed. Owners of private lands should continue to be encouraged to preserve wildlife habitat and access through public incentives including tax considerations, mitigation and estate planning.

Hunters and anglers should pay for WDW costs designated as $A + 1/2 B$ by program through licenses, and other participant related sources.

Appreciative users should pay for WDW costs designated as $1/2 B + C$ through the general fund, user fees and other statewide sources. (See page 31)

Critical habitat should continue to be purchased through funding of the Washington Wildlife and Recreation Program through the Interagency Committee for Outdoor Recreation but at an increased level. The state Legislature should support additional funding at a level that recognizes the urgency of the situation and which provides the benefits of wildlife habitat and related recreational opportunities for the people of the state of Washington.

EXPECTED BENEFITS

- Maintain the "quality of life" associated with abundant fish and wildlife.
- Increase revenue dollars from increased opportunities to participate in wildlife related activities.
- Will avoid the potential cost and dislocations associated with emergency preservation and recovery of threatened and endangered species.
- Approval and funding of the achievable programs as outlined will provide significant increased harvest success rates for hunters and anglers.
- Funding of the proposed Appreciative Use Program will protect the biodiversity of species in the state and provide increased recreational opportunities for viewing and other non-consumptive wildlife activities.

Section III: How do we pay for it?

The task of the subcommittee on revenue, chaired by Jeff Parsons, was to review the current and potential resources of the Washington Department of Wildlife's (WDW) programs. **OUR MAJOR FINDINGS WERE:**

- WDW receives less than 4% of the General Fund monies allocated to all state natural resource agencies.
- WDW receives less than 1/10th of 1% of the General Fund, although the law states clearly that "adequate funding for proper management, now and for future generations, is the responsibility of everyone."
- Hunters and anglers, 19% of Washington's population, provide 50% of WDW's funding.
- More than 60% of Washington's citizens are active appreciative users of our state's wildlife.
- Vehicle personalized plates and Endangered Species Act monies help pay for the nongame programs.
- The rapid growth of our state's population has outstripped the capability of wildlife enforcement officers to keep up with the workload, and funding is inadequate.
- Within budgetary constraints and with new required responsibilities, WDW is stretching its current resources about as far as they can go.
- The most important method of maintaining and increasing Washington's wildlife populations and for assuring biodiversity is habitat conservation, education and new habitat acquisition.
- Maintenance and operation funding of habitat lands is woefully short; the Legislature is putting our wildlife assets at extreme risk through neglect.

Washington's wildlife is valuable to all of us. Yet, with changing population trends, revenue from hunting and fishing licenses can no longer be relied on to pay all the bill. User patterns are changing with more appreciative users, fewer hunters and anglers and the rapid loss of wildlife habitat. At the same time WDW is producing some tangible benefits with the funds it receives:

- Partnerships with the Conservation Reserve Program, which helps both pheasants and farmers.
- The "fish sting" enforcement operation with the Department of Fisheries, which resulted in several convictions.
- Mitigation agreements in excess of \$17 million to restore fish and wildlife habitat lost to dams.
- The initiation of a zero-base budget procedure for all WDW activities and programs.

- The Priority Habitat and Species mapping project for identifying the state's most important wildlife species and habitats.
- The new requirement for K-12 environmental education.

Still, Washington's wildlife resource and its habitat are in trouble. The economy associated with hunting, fishing, appreciative use and natural area tourism is also threatened. We have seen the spotted owl listed as threatened and now several salmon runs may be endangered. **The cost of remedial action to remove a species from the threatened or endangered list can be staggering.**

We must find better and more cost-effective ways of protecting Washington's invaluable natural resources before they become threatened. It is time for us to do more than equate the protection of Washington's wildlife and its habitat as simply providing recreation for those who like to hunt, fish, watch or photograph. It is certainly more than just making sure that there are birds and animals, fish and butterflies for our grandchildren.

In fact, the protection of Washington's wildlife and its habitat is the protection of our economy and our quality of life.

WDW is the only agency charged with the responsibility of preserving, protecting and perpetuating our state's wildlife and habitat. If it is to do this job properly, thoughtful financial and programmatic planning will have to be undertaken, and a mechanism for adequate, stable funding for foreseeable needs must be devised.

This will save us all money over the long run. If WDW can do this job, it will assure that we have a truly sustainable "bank account" of natural resources which everyone can draw on for timber, for commercial fishing and for outdoor recreation. The interest on such an account will accrue as clean and ample public water supplies, better flood protection and as a great heritage of plant and animal biodiversity in our state.

It is a lot cheaper to protect and regulate Washington's wildlife and habitat now than to lose all of our resource-based industries later.

We need tough but practical stewardship that plans for, and allows, a sustainable usage of our natural resources.

Destruction of wildlife and wildlife habitat inevitably leads to the destruction of the economies based on hunters, anglers, tourists and appreciative users.

Wildlife-related recreation in Washington, by both consumptive and nonconsumptive users, brings in an astonishing amount of money:

- A survey by Mr. Arthur Solomon, Inland Northwest Wildlife Council, in 1979 found that the value of wildlife recreation to the state of Washington was \$1.5 billion. Consumptive and nonconsumptive wildlife recreation were both included. The estimated contribution to the state general fund was \$124.5 million, and the estimated contribution to local tax collections were \$52.5 million.
- Mr. Solomon's survey at that time estimated the value to the state economy of hunting

(\$244 million), freshwater fishing (\$371 million), and nonconsumptive wildlife recreation (\$492 million).

- According to the 1985 U.S. Fish and Wildlife Service survey, adjusted for 1987 retail sales, Washington State expenditures for hunting alone totaled \$343 million. Expenditures for fishing totaled \$651 million, and expenditures for appreciative/nonconsumptive use totaled \$606 million. An additional \$468 million in salaries and \$42 million in state sales tax was paid out.

Because of the economic benefits of Washington's wildlife and its habitat, we must find good ways now of assuring that these resources are maintained, and, over time, improved. Good stewardship of these assets can also provide:

- Recreation for more than 80% of Washington's citizens;
- clean air, clean water, timber, and fish;
- educational opportunities, especially for urban residents;
- the quality of life which is valued by so many residents and which attracts industries and an educated work force.

METHOD

The Program Funding Subcommittee of the BRRRC addressed the questions "How should the Department of Wildlife's programs be funded?"

First, we reviewed recent studies and legislative proposals for wildlife and habitat funding:

- The 1989 revenue study prepared for the Washington Wildlife and Recreation Coalition; the 1988 study prepared for the Washington Wildlife Commission, the 1987 Wildlife Management Institute report on state fish and wildlife agencies, the 1986 Washington "Initiative 90 for Wildlife" (1/8th of 1% general sales tax) and, various sources of revenue for fish and wildlife agencies in 13 states.
- 1991 and 1992 state legislation pertaining to wildlife funding (HB 1250, HB 1823, HB 2594, SB 5101 and SB 5130).

Then, we solicited suggestions for funding alternatives from our constituent groups and from the Washington Department of Wildlife.

As a result, we generated a comprehensive list of funding options. These options included existing funding mechanisms (e.g., hunting and fishing licenses, vehicle personalized license plates, the general fund) and also proposed new sources (a Washington Wildlife Heritage Trust Fund, a title transfer fee on out-of-state vehicles, an increase in nonresident hunting and fishing licenses, etc.). The subcommittee also suggested ways in which WDW might recapture some of

its costs.

After all these funding options were presented to the full BRRC for a vote, approximate dollar values were assigned. The highest priority was given to those funding options which are now being used by WDW. The next priority was assigned to new funding options which held promise for bringing in additional revenue. The third priority was recapturing WDW costs. The remaining funding options required further study before they could be recommended.

FINDINGS

Tables 1A, 1B and 1C classify these funding options according to revenue source:

- (A) Revenue from the general public, e.g., the general fund;
- (B) Revenue associated directly with the wildlife resource, e.g., hunting and fishing licenses;
- (C) Revenue associated with habitat loss (which is a cost to the wildlife resource), e.g., mitigation monies.

The approximate dollar amount which could be generated by each funding option is also given.

TABLE 1 - A

**Funding Options for the Washington Department of Wildlife
Biennial Revenue in 1991 dollars**

A. REVENUE FROM THE GENERAL PUBLIC

Funding Mechanism	Maintain Current Funding	Establish for Future Funding	Recapture WDW Costs	Explore for Future Use
General Fund	\$11,200,000			
WWRC Habitat Acquisition Appropriations	11,000,000			
Grandy Creek Fish Hatchery (general obligation bonds)	4,700,000			
Off-road Vehicle Account	275,000			
Aquatic Lands Enhancement Account	1,096,000			
Personalized License Plates	2,600,000			
Individual/Club/Corp. donations & bequests	50,000			
Public Safety and Education Account	589,000			
1/8th of 1% General Sales Tax		70,000,000		
1/2 of 1% Sales Tax on selected outdoor equip.		6,000,000		
Title transfer fee on out-of-state vehicles registered in Washington (\$10)		1,200,000		
Washington Wildlife Heritage Trust Fund		250,000 (Alaska, Colorado)		
Voluntary \$5.00 check off on auto license renewal (If 50% of public did)		850,000		
\$4.00 on every vehicle license plate renewed		39,000,000		
Special species (Eagle) auto registration tabs		300,000 (Florida)		
\$2.00 surcharge on noncommercial vehicle license renewals		11,000,000		

Funding Mechanism	Maintain Current Funding	Establish for Future Funding	Recapture WDW Costs	Explore for Future Use
Volunteer Conservation Corps for Habitat Improvement Projects			?	
Reserve units for Wildlife Law Enforcement			?	
"In kind" donations to Washington Wildlife Heritage Trust Fund			?	
Corporate tax check off on quarterly B&O taxes for specific wildlife projects				? (Minnesota)
Dedicate proceeds from one lottery game to benefit wildlife, called "Wild Game"				1,000,000

TABLE 1 - B

**Funding Options for the Washington Department of Wildlife
Biennial Revenue in 1991 dollars**

B. REVENUE FROM THE WILDLIFE RESOURCE

Funding Mechanism	Maintain Current Funding	Establish Future Funding	Recapture WDW Costs	Explore for Future Use
Hunting, fishing, and trapping licenses	\$29,484,000			
Special tags, permits, and punchcards	14,698,000			
Duck stamp and print	597,000			
Fishing Guide License	128,000			
Federal monies from P-R and D-J/W-B Acts	9,000,000			
Federal Monies from Section 6 of Endangered Species Act	150,000			
Fines for poaching and other game law violations	Table 1A, line 8			
Sale of confiscated weapons and property	20,000			
Access fee to WDW lands	20,000			
Increase nonresident hunting and fishing licenses, tags, & permits by 10%		320,000		
Annual Watchable Wildlife or Outdoor User License (80% of public at \$1.00)		8,000,000		
Cover art used on Hunting and Fishing Regulations Manuals		50,000		
Nongame stamp and print		597,000		
Fishing Guide license increase of 10%		12,000		
New Hunting Guide license		128,000		
Biennial hunting, fishing, & trapping license adjustment (subject to legislative review)		1,500,000		

Funding Mechanism	Maintain Current Funding	Establish Future Funding	Recapture WDW Costs	Explore for Future Use
Interest on Wildlife Account (now in state's general fund)		200,000 to 400,000		
Stop/phase-in end to all free licenses or obtain general fund money to compensate for them			1,500,000	
Establish a fund for wildlife damage claims from the general fund			150,000	
Taxidermy fee of \$10 per item				?
Collect fees for animal nuisance control				50,000
Commercial conservation user license (environmental institute classes, river float trips, climbing guides)				?
Lifetime hunting and fishing licenses				50,000 amortized

TABLE 1 - C

**Funding Options for the Washington Department of Wildlife
Biennial Revenue in 1991 dollars**

C. REVENUE FROM THE LOSS/USE OF HABITAT (Habitat loss is a cost to wildlife)

Funding Mechanism	Maintain Current Funding	Establish Future Funding	Recapture WDW Costs	Explore For Future Use
Mitigation monies for fish and wildlife habitat loss	\$16,000,000			
Mitigation monies for fish and wildlife damage (e.g., oil spills)	500,000			
Builder permit fee (\$850 flat fee or \$1.00/sq. ft.)		? (California)		
% of rent/sale on all state lands converted to urban use		?		
Dredging, filling fee		?		
Excavation fee		?		
Gravel extraction surcharge		?		
Real estate transfer tax		?		
Grazing fee increase on WDW lands		?		
Fee on forested stands converted for urban development		?		
Charge a fee for service on Growth Management Act, maps, inventories, and staff time			?	
Charge a fee for service for review of Forest Practice Applications			1,442,000	
Charge a fee for service for SEPA review			1,060,000	
Charge a fee for service for EIS preparation and review			?	
Charge a fee for service for hydraulics permits review			1,400,000	
Surcharge on native plant materials and mushrooms sold commercially				?

Funding Mechanism	Maintain Current Funding	Establish Future Funding	Recapture WDW Costs	Explore For Future Use
Become one of the designees for Dept. of Ecology pollution fines, or dedicate a portion of these fines				?

Several items from Table 1 deserve special attention:

- **Most of the revenue from the general public came from the general fund (\$11.2 million) and from the Washington Wildlife and Recreation Program capital appropriation (\$11.0 million) but this accounted for only 11% of WDW's 1991-93 budget.**
- **Other potentially good sources of revenue from the general public include \$70 million from a 1/8th of 1% general sales tax (Missouri has done this since 1978), \$1.2 million annually for a \$10 title transfer fee for out-of-state vehicles registered in Washington (Florida has done this for 8 years), and \$250,000 from a Washington Wildlife Heritage Trust Fund (Colorado and Alaska have had success with their trust funds; see Appendix B).**
- **Hunting, fishing, and trapping licenses bring in \$29.5 million while special tags, permits, and punchcards bring in an additional \$14.7 million. Fishing guide licenses bring in \$128,000, but there is no hunting guide license.**
- **A 10% increase in nonresident hunting and fishing licenses would bring in \$320,000.**
- **If enforceable, a "watchable wildlife/outdoor user" license could bring in \$8 million if 80% of the public paid \$1.00 for the license.**
- **\$1.5 million could be saved if all free licenses were stopped or phased out, or if general fund money were obtained to compensate for the lost resource and cost of servicing the "free licenses."**
- **Since loss of habitat is a cost to the wildlife resource and since 30,000 acres of Washington wildlife habitat is being lost every year, it is significant that mitigation monies could provide \$16.5 million.**
- **If WDW were to collect fees for the actual cost of services they would realize for hydraulics permits \$1.4 million, for Forest Practice Applications \$1.4 million, and for the SEPA review \$1.1 million. The cost to provide these services should be obtained from the general fund or from users, but not from hunting and fishing licenses or from personalized license plates.**

- There is considerable interest in a variety of proposed mechanisms for generating income from habitat loss.
- Other funding options include a voluntary \$5.00 check off on auto license renewals (\$850,000), a nongame print and stamp (\$597,000), one lottery game per biennium to benefit wildlife called "Wild Game" (\$1.0 million), a biennial hunting and fishing license adjustment which would be subject to legislative review (\$1.5 million), and a 1/2 of 1% sales tax on selected outdoor equipment (\$6.0 million).

The Washington Department of Wildlife could save \$5.4 million by charging a fee for some of its services (hydraulics permits, SEPA review, Forest Practices Applications) and by phasing out free licenses. *The most significant change in WDW funding should come by obtaining revenue from the general public, as required by law.*

Table 2 summarizes the revenue which could be generated from all the funding options presented in Tables 1-A, 1-B and 1-C.

TABLE 2

**Summary of Funding Options for the Washington Department of Wildlife
Biennial Revenue in 1991 dollars**

	Current funding sources	Possible future funding sources	Recapture WDW costs	Explore for further study	Totals
A. Revenue from the general public	\$31,510,000 (\$11M is WWRC)	\$129,400,000	?	\$1,000,000+	\$161,910,000+
B. Revenue from the use of the wildlife resource	\$54,097,000	\$10,970,000	\$1,650,000	\$100,000+	\$66,817,000+
C. Revenue from the loss of wildlife habitat	\$16,500,000	?	\$3,902,000+	?	\$20,402,000
Totals	\$102,107,000	\$140,370,000+	\$5,552,000	\$1,100,000+	249,129,000

From Table 2 we can see several important facts:

- If we maintain current funding sources for WDW, the 1991-93 budget shows that the general public provided \$31,510,000 (31%), the wildlife resource itself provided \$54,097,000 (53%), and the loss of habitat revenue provided \$16,500,000 (16%).
- If we establish future funding sources for WDW, the general public can provide \$129,700,000 or more, and the wildlife resource itself can provide \$10,907,000 or more. The Office of Financial Management would have to provide approximate figures for revenue which could be generated from habitat loss.
- If we recapture WDW costs, more than \$5,552,000 can be provided.
- If we explore other possibilities for generating revenue, \$1.1 million or more could be provided.

SUMMARY

OVERALL CONCLUSIONS

After looking at WDW's revenue sources, expenditures and programs for the past 10-20 years, and also after looking at current and expected trends in hunting and fishing activities, population growth, nonconsumptive appreciation of wildlife and habitat loss, we find that:

- **To maintain existing WDW programs, it is no longer adequate to rely on the 19% of the population which purchases hunting, fishing and trapping licenses, tags, permits and punch cards for the majority of WDW's budget.**
- **A flexible funding strategy must be developed which includes multiple possibilities, some being more politically and economically feasible at a given time than others.**
- **The general public and the nonconsumptive appreciator of wildlife must become financial supporters of WDW. A general fund appropriation or an increase of 1/8 of 1% general sales tax are possible mechanisms to do this.**
- **Accelerating and irreversible habitat loss is costing Washington's wildlife and citizens, yet there is no payment to the public for this loss.**
- **Without adequate reliable funding, WDW cannot meet its responsibility to preserve, protect and perpetuate our state's wildlife while maximizing recreational opportunity. Therefore, the citizens of Washington, as well as its wildlife, will suffer a significant loss.**

RECOMMENDATIONS

WDW must have broadened funding support in order to sustain and enhance Washington's wildlife (both game and nongame) and to maximize wildlife related recreational opportunity for all citizens. Specifically:

- **Retain all existing sources of revenue.** This includes general fund monies (\$11 million), hunting, fishing and trapping licenses/tags/permits/punchcards, federal monies from Section 6 of the Endangered Species Act as well as from the Dingall-Johnson/Wallop-Breaux and Pittman-Robertson Acts, duck stamp and print, poaching fines, vehicle personalized license plates, mitigation monies for habitat loss and damage to wildlife, land conservation and acquisition monies (Washington Wildlife and Recreation Program and other capital budget allocations) and donations.
- **The Legislature should allocate specific legislative program charges to the general fund.** All free game and fishing licenses allocated by the Legislature, and their expected resource cost, should be compensated by general fund monies (\$1.5 million); the interest on the Wildlife Fund currently being deposited into the general fund should be returned to the Wildlife Fund; a fund should be established for wildlife damage claims specifically authorized by the Legislature.
- **New sources of revenue for WDW should be developed.** The highest revenue could be generated from a 1/8th of 1% general sales tax increase or a dedication of a portion of the existing tax (\$39 million). Missouri has had such a tax since 1978 and now raises \$54 million a year, providing 64% of their Department of Conservation budget. Other potential sources of revenue include:

\$4.00 on every vehicle license plate renewed (\$39 million).

\$2.00 surcharge on noncommercial vehicle license renewals (\$11 million).

1/2 of 1% sales tax on selected outdoor equipment (\$6 million).

Fees for service (\$3.9 million total, including \$1.4 million for hydraulics permits, \$1.4 million for Forest Practices Applications, and \$1.1 million for SEPA review).

Biennial adjustment in hunting/fishing/trapping licenses, tags, permits, and punchcards (\$1.5 million) subject to legislative review.

An increase in nonresident hunting/fishing/trapping licenses, tags, permits, and punchcards (\$320,000).

Nongame stamp and print (\$597,000)

Washington Wildlife Heritage Trust (\$250,000)

- Other programs which could generate revenue should be explored and phased in over the eight years. They include title transfer fee on out-of-state vehicles registered in Washington (Florida collects \$2 million annual from a \$10 fee), proceeds from one lottery game per biennium to benefit wildlife called "Wild Game" (\$1 million), a voluntary \$5 check off on auto license renewals (\$850,000 if 50% of the public participated), a Special Species auto registration tab like Florida's panther tab (\$300,000 if 60,000 people bought a \$5 tab), an enforceable Watchable Wildlife/Outdoor User license (\$8 million if 80% of the public paid \$1.00), sale of cover art used on hunting/fishing/trapping regulations manuals ((\$50,000), a 10% increase in fishing guide license fee (\$12,000), establishing a hunting guide licenses (\$128,000), establishing a commercial conservation user license (river float trips, climbing guides, environmental institute classes), lifetime hunting and fishing licenses (\$50,000 amortized), a corporate tax check off on quarterly business and occupation taxes for specific wildlife projects (Minnesota began such a program in 1991), fees for animal nuisance control (\$50,000), an \$850 flat fee for EIS on all new development projects (California began doing this in 1991), and a taxidermy fee of \$10 per item.
- Additional possibilities include collecting a surcharge on native plant materials and mushrooms sold commercially, habitat impact fees (dredging, filling, excavating, gravel extraction, forested stands covered for urban development, percent of rent/sale on all state lands converted to urban uses), real estate transfer tax, and a grazing fee increase.
- The Budget and Revenue Review Committee also discussed WDW becoming one of the designees for Department of Ecology pollution fines and/or dedicating a portion of these fines, establishing a volunteer conservation corps for habitat improvement projects, and exploring the possibility of reserve units for wildlife law enforcement.
- *Establish an 8 year plan for bringing the future funding of WDW to BRRRC-recommended levels for Achievable Program Goals (see Section II) for both capital and operating funds:*

The plan will consist of several stages, each of which includes multiple possibilities for funding.

Each legislature must be sensitive to political and economic realities, so that the most feasible funding strategy for each biennium can be procured.

The long range goal of assuring reliable and adequate funding for wildlife and wildlife habitat must be supported by all of Washington's citizens.

Adjust user fees to reflect the cost of producing game species (as outlined in Section II) as the program enhancement is brought on line.

Increase the funding contribution from the general public to provide for wildlife habitat protection, wildlife management (game and nongame), enforcement, and operation and maintenance of WDW lands.

EXPECTED BENEFITS

- **Protection and use of Washington's wildlife and wildlife habitat to benefit all.**
- **Stabilize "recreation," "appreciative use," "qualities of life" concerns and opportunities and their respective contributions to the state's economy.**
- **Accomplish a fair distribution of responsibility for paying for an adequate stewardship program to conserve and maintain the public's wildlife assets.**
- **Minimize long term costs through coordinated statewide public lands management goals and funding mechanisms which prioritize and fund maintenance and operation responsibilities in each biennium.**
- **Proactively avoid the total collapse or economic gridlock in 2010 that having 230 threatened or endangered species would mean to our use of air, land or water. we lose when wildlife loses.**

Appendix A -- Committee Members

Kathey Adams	7425 20th Avenue SE Olympia, WA 98503	Wk: 206-456-5865
Jon Akers	10226 26th Ave SW Seattle, WA 98146	Wk: 206-767-9319
Hal Boynton	31621 102nd SE Auburn 98002	Hm: 206-833-3269
Russ Cahill	802 Sherman NW Olympia 98502	Wk: 206-956-2085 Hm: 206-956-3254
George Carr	8765 Deeridge Pl. SE Port Orchard 98366	Wk: 206-373-7991 Hm: 206-876-6330
Larry Cassidy	2614 NW 91st St. Vancouver 98665	Hm: 206-574-0322
Charles Cheshire	1115 NE 106th Street Vancouver 98685	Wk: 206-574-7273
Don Collen	P O Box 435 Sedro Woolley 98284	Wk: 206-855-2291
Lorne "Bud" Dunning	Rt. 3, Box 690 Ellensburg 98926	Wk: 509-925-3575
Bruce Ferguson	716 42nd Avenue NW Gig Harbor 98335	Hm: 206-851-7404
Keith Franklin	P O Box 188 Quincy 98848	Wk: 509-787-3591
Lew Holcomb	3605 S. McCormick Olympia 98501	Wk: 206-943-3248
Rome Hutchings	23204 25th Avenue S Des Moines 98198	Hm: 206-824-7731
J.K. Johnson	7702 Jade Drive SW Tacoma 98498	Hm: 206-584-6520
Craig Larson	P.O. Box 220 Carlton 98814-0220	

Richard Lee	E. 3617 6th Avenue Spokane 99202	Hm: 509-534-9581
Rod Meseberg	800 O'Sullivan Dam Road Othello 99344	Hm: 509-346-2651
Ted Nelson	824 S. Marine Hills Way Federal Way 98003	Hm: 206-941-9344
Jeff Parsons	P.O. Box 462 Olympia 98507	Wk: 206-786-8020 Hm: 206-956-1219
Randy Prince	West 3302 McDowell Rd. Rosalia 99170	Wk: 509-478-3555 Hm: 509-245-3394
Glenn Rasmussen	P. O. Box 159 Wapato 98951	Wk: 509-453-7146 Hm: 509-877-2343
Mike Ryherd	P.O. Box 10640 Bainbridge Island 98110	Wk: 206-842-1407
Greg Shoemaker	22506 272nd Avenue SE Maple Valley 98038	Hm: 206-432-3614
Art Solomon, Jr.	3146 E. 31st Spokane 99223	Hm: 509-534-7347
B.J. Thorniley	2860 E. Marrowstone Nordland 98358	Hm: 206-385-9294
Sylvia Thorpe	4200 Guide Meridian, Suite 214 Bellingham 98226	Wk: 206-647-1192
Ron Wisner	17407 Littlerock Road Rochester 98579	Hm: 206-273-5199
Vim Wright	University of Washington, FM-12 Seattle 98195	Wk: 206-453-1812

Appendix B -- Washington Wildlife Heritage Trust Fund

Research by the BRRC led to the examination of state wildlife trust funds in other states as concepts and models. Some states have created state trust funds by statute, others as independent non-profit corporations. After review of the status of existing land trust and environmental preservation groups working with Washington state, the following model is suggested.

1. The Legislature should create within the WDW the Washington Wildlife Heritage Trust Fund (WWHTF) by statute.
2. The WWHTF should have the authority to hire exempt staff, contract with consultants and expend monies donated, appropriated, bequeathed or earned by the Trust without legislative appropriation.
3. Other than an initial appropriation of \$250,000 from the state general fund for start up costs, the WWHTF shall operate without state appropriation.
4. The WWHTF shall be empowered to accept gifts, testaments, bargain sales, grants, matching funds, land rights, conservation easements, mitigation lands, tax deductible gifts, appreciated assets and enter into the buying or selling of habitat lands and interests and the acceptance of land in fee simple or land rights in less than fee simple in exchange for debt as allowed under the 1990 Federal Farm Act and Farmers Home Loan Bank.
5. The WWHTF shall have access to the state's list of natural resource users, license holders and recreationists for purposes of soliciting contributions, bequests or other forms of program support.
6. The WWHTF shall be under the management of the Director of WDW but shall have its own board of not more than 15 members. The members of the board shall be appointed by the Director of WDW subject to confirmation by the Wildlife Commission.
7. It is envisioned that the WWHTF could substantially reduce the need for capital appropriation by the state for the acquisition of urban and rural game and nongame wildlife habitat. Through gifts, bequests and grants the WWHTF would work to educate Washington citizens as to the opportunities to voluntarily support habitat conservation. Additionally, the WWHTF could work with farmers, foresters and conservation groups to guarantee public recreational and hunting access to their lands, help coordinate priority usage of local natural resource properties and work with federal agencies to accept land interests which benefit Washington citizens.